



Ministry
of Justice



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Multi-Agency Public Protection Arrangements (MAPPA) Annual Report 2022/23

Main Points

MAPPA population continues to grow and was at 91,040 on 31 March 2023		The overall MAPPA population on 31 March 2023 was up 2% on the previous year and up 51% since 2013.
On 31 March 2023: 68,357 Category 1; and 540 Category 3.		These represent an increase of 2% for Category 1 offenders, and a 37% increase for Category 3 offenders from the previous year.
On 31 March 2023: 21,897 Category 2.		This represents a 2% decrease for Category 2 from the last year.
On 31 March 2023: 246 Category 4.		Category 4 ¹ is reported for the first time.
On 31 March 2023: 89,489 managed at Level 1; 1,348 managed at Level 2; 203 managed at Level 3.		The populations managed at Level 1, Level 2 and Level 3 increased by 2%, 11% and 16% respectively from the last year.
163 SFO charges and 115 SFO convictions during 2022/23.		The number of serious further offence (SFO) charges decreased by 5% from the year before to reach a decade low.
1,037 Levels 2 and 3 licence recall returns to custody in 2022/23.		Licence recall returns were up by 19% in 2022/23, the fifth successive annual increase.
5,653 SHPOs imposed in 2022/23		Fewer Sexual Harm Prevention Orders (SHPOs) were imposed, a decrease of 2% on last year.

This bulletin covers MAPPA statistics for England and Wales 2022/23. A set of summary tables covering each section of this bulletin and a table of all the data provided by individual local MAPPA areas are published at <https://www.gov.uk/government/collections/multi-agency-public-protection-arrangements-mappa-annual-reports>.

¹ The new Category 4 relates to terrorist or terrorist risk offenders. This category was introduced by the Police Crime Sentencing and Courts Act 2022 and is reported for the first time.

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Statistician's comment

"Published numbers today show the MAPPA population on 31 March continues to increase yearly. Historically, these increases have been driven mainly by increases in the number of persons convicted of sexual offences and subject to notification requirements.

We have seen large increases in convictions for sexual offences in the last couple of years, and these, in addition to efforts to increase prosecutions of rape cases under the [Rape Review Action Plan](#), are likely to feed through into an increasing number of Category 1 offenders under MAPPA in the future. The Category 2 population saw a decrease over the last year, mainly due to the new Category 4 absorbing offenders who previously would have come under Category 2. The notable increase in Category 3 offenders over the last year may reflect changes to the statutory MAPPA guidance to encourage practitioners to consider all domestic abuse cases for MAPPA Category 3 management.

The Level 1 population continues to increase yearly, and latest figures also show increases in the number of offenders managed at both Level 2 and Level 3.

The number of Serious Further Offence (SFO) charges against probation-managed eligible MAPPA offenders decreased in the latest year to a decade low. "

Removal of tables 10- 14 from the set of national tables

We are discontinuing including Table 10- Table 14 in the set of tables at the national level. These tables repeat information about each MAPPA area that is already contained in and is easily obtainable from the accompanying [published table for all areas](#).

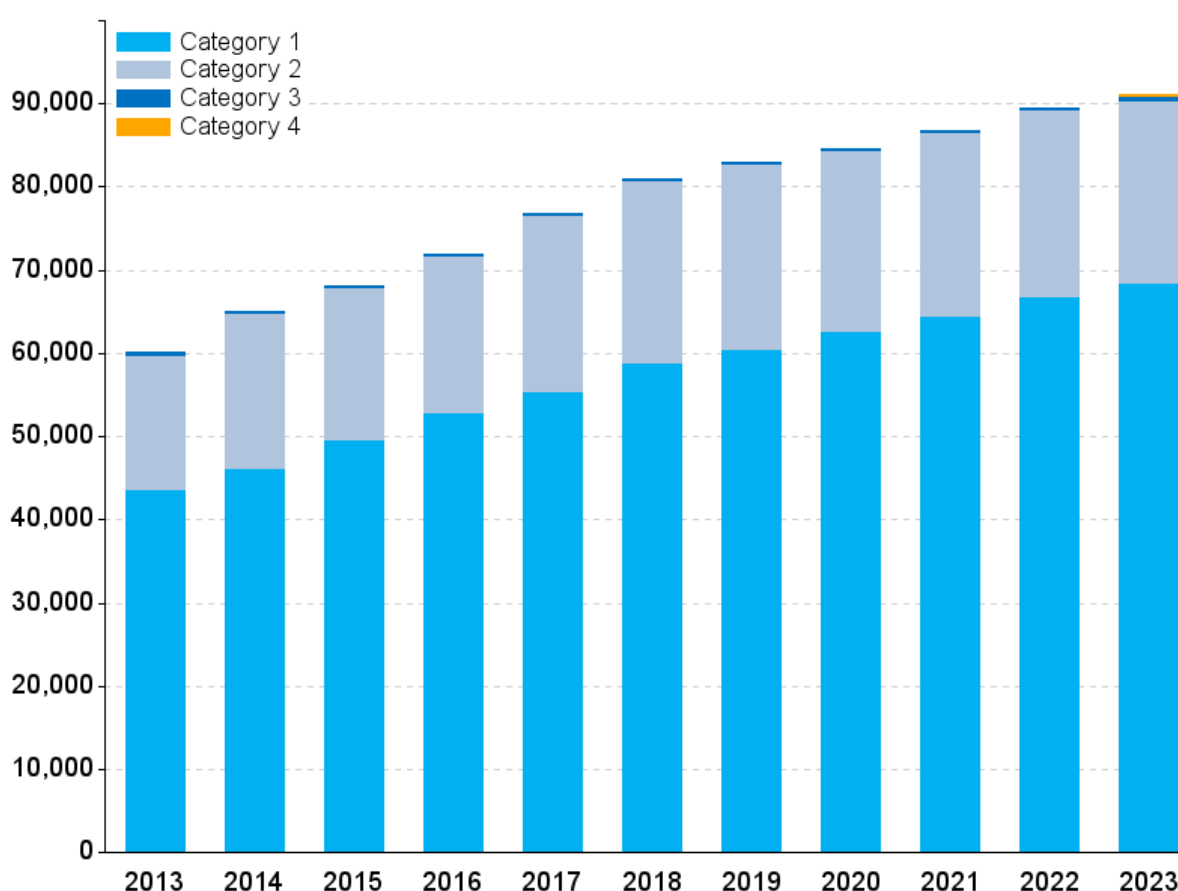
1. MAPPA Population on 31 March

MAPPA population continues to grow. It increased by 2% to 91,040 on 31 March 2023.

There were increases in Category 1 and Category 3, a decrease in Category 2, and the creation of a new Category 4².

The MAPPA population³ on 31 March 2023 increased by 1,602 (2%) on last year, accounted for by an increase of 1,616 in Category 1, a decrease of 407 in Category 2, an increase of 147 in Category 3, and 246 offenders who now fall into the new Category 4. The March 2023 figure is an increase of 51% in the MAPPA population since 2013.

Figure 1: MAPPA population by Category on 31 March 2013 – 2023 (Source: Table 2a)



Categories

- The number of Category 1 offenders continues to increase annually, standing at 68,357 on 31 March 2023. This is an increase of 2% on last year and 57% higher

² The new Category 4 relates to terrorist or terrorist risk offenders.

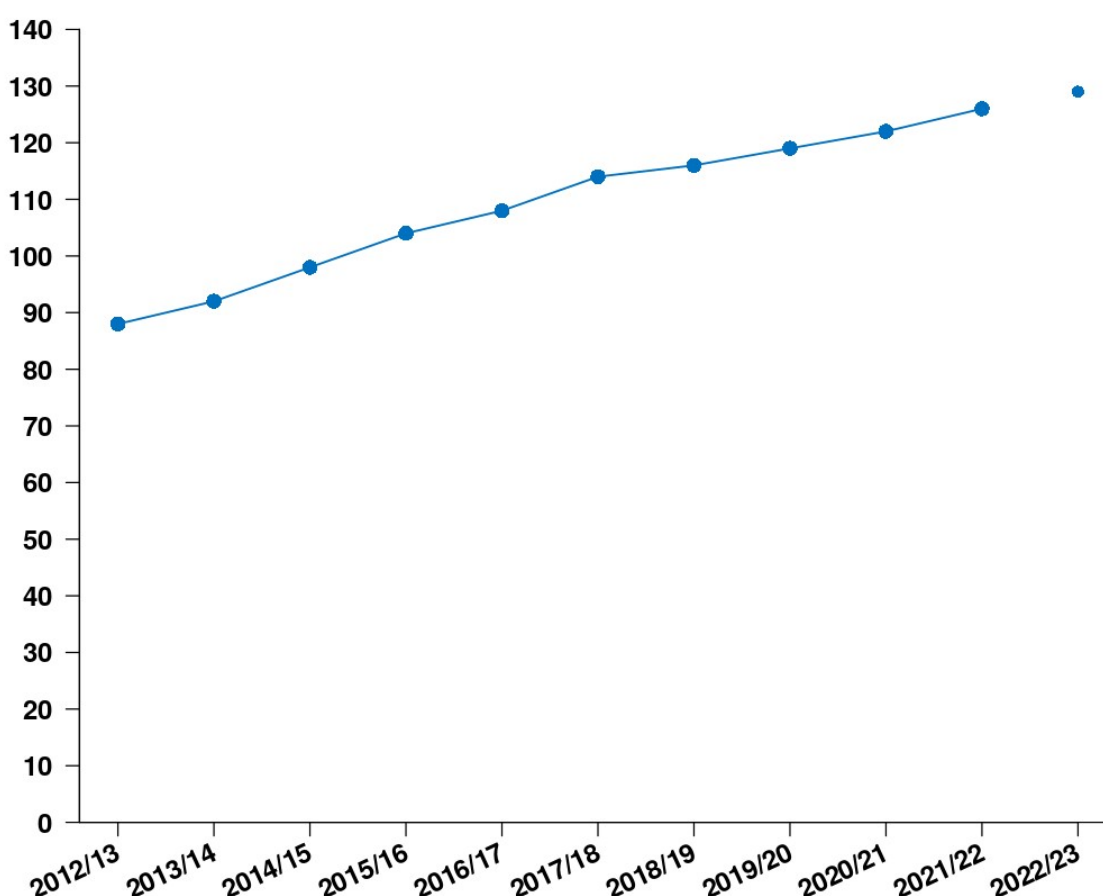
³ For more detailed description of MAPPA, categories of offenders and management levels, see the [background notes and definition section](#) of this bulletin.

than in 2013. About 70-75% of MAPPA offenders are Category 1, consistent over the last decade.

The number of people being [convicted of sexual offences](#) and the requirement for many of those convicted to register for long periods of time, very largely explain the rise in Category 1. The average annual increase in the Category 1 population over the last five years is lower than it was before 2017/18, partly due to fewer people being convicted of sexual offences since a peak in 2017 and more people coming off notification requirements. Notification requirements began in 1997, with the threshold for adults lowering in 2004 as a result of the Sexual Offenders Act 2003.

The number of offenders subject to notification requirements (i.e. Category 1) per 100,000 members of the population aged 10 and over was 129 on 31 March 2023, continuing an upward trend.

Figure 2: Category 1 Offenders subject to notification requirements per 100,000 members of the population aged 10 or over (Source: Table 3)



Note:

Due to changes in publication schedule by the Office for National Statistics, we have based the 2022/23 figure on the mid-2021 population estimates instead of the mid-2022 population estimates (unavailable at the time of publication). Up to 2021/2022, these figures were calculated based on the mid-year population estimates coinciding with the same MAPPA publication period. As such, the 2022/23 figure may be slightly higher than it would have been had we used the mid-2022 population estimates.

- The number of Category 2 offenders decreased by 2% from last year, standing at 21,897 on 31 March 2023. Annual figures have been relatively stable since 2017/18 but increased before that, with the latest figure representing a 36% increase from 2013. About a quarter of MAPPA offenders are Category 2, consistent in the last decade.

The decrease in Category 2 is partly accounted for by the creation of Category 4 - most Category 4 offenders would have been eligible for MAPPA under Category 2 before the introduction of Category 4.

- After decreasing to a decade low of 255 in 2015, the Category 3 population on 31 March has since trended upward. The latest figure of 540 is an increase of 37% on last year and the highest since 2010. The total number of offenders managed under Category 3 over the course of a year reached a low of 931 in 2017/18, before the MAPPA Guidance was updated in 2018 to emphasise bringing domestic abuse perpetrators into MAPPA under Category 3. A total of 1,465 offenders were managed under Category 3 between April 2022 and March 2023, an increase of 57% from 2017/2018.
- Category 4 was introduced by the Police Crime Sentencing and Courts Act 2022 and is reported for the first time. On 31 March 2023 there were 246 Category 4 offenders.

Management Levels

- The overwhelming majority (currently 98%, the same as last year and at least 97% since 2014) of MAPPA offenders continue to be managed at Level 1. On 31 March 2023, 89,489 offenders were being managed at Level 1, 2% higher than in last year and 42% higher than in 2014.

About 76% of those managed at Level 1 are Category 1 offenders, with the remainder almost all Category 2 offenders. Category 3 offenders cannot be managed at Level 1 as they only qualify for MAPPA if they require multi-agency management to be overseen by a formal meeting at level 2 or 3.

- The Level 2 population has trended downward for much of the last decade, although it increased in the last year following relative stability in the previous three years. The Level 2 population on 31 March 2023 was 1,348, an increase of 11% from last year but a decrease of 28% from 2014.

For the first time, Category 3 forms the largest category (36%) of those managed at Level 2, coinciding with the historically large increase in Category 3 offenders in the last year. Each of Category 1 and Category 2 constitutes about 31% of those managed at Level 2.

- The Level 3 population on 31 March 2023 was 203, an increase of 16% from last year and 28% from 2014. Level 3 has about equal proportions of Category 3 offenders (29%) and Category 4 offenders (29%), with fewer Category 1 offenders (23%) and Category 2 offenders (19%). Last year, Category 2 constituted the largest group because most Category 4 offenders would have come under Category 2.

Diversity

In 2021 we published data on the diversity of the MAPPA population managed at Level 2 and 3 for the first time. This was partially in response to the recommendations of the Lammy

Review into the treatment of and outcomes for people from ethnic minority backgrounds in the Criminal Justice System. Due to data collection challenges, we have not included data returns on diversity from Suffolk in the breakdown in this section. The distribution of sex, ethnicity and age on 31 March 2023, excluding Suffolk,⁴ is as follows:

- About 95% of offenders managed at MAPPA Level 2 or 3 are male.
- About 7% of Level 2 and 3 offenders are Asian, 9% are black, 6% are mixed, 72% are white and 6% are with unknown/other recorded ethnicity.
- About 35% are 30 years of age or younger, 50% are 31-50 and 15% are over 50. However, there is a higher proportion of those aged up to 30 years in Category 3 (46%) and Category 4 (45%) than in Category 2 (31%) and Category 1 (25%).

⁴ The diversity figures this year do not cover Suffolk as there were no returns from Suffolk. Due to data quality issues, reported figures do not sum to national totals.

2. Serious Further Offences and Serious Case Reviews (Offenders under MAPPA)

Charges and convictions triggering a review under the Probation Service Serious Further Offence (SFO) Procedures⁵ both fell in the latest year

SFO charges decreased by 5% to 163, the lowest level since 2013, and SFO convictions decreased by 9% to 115 in the latest period.

SFO charges

The number of MAPPA offenders supervised by the Probation Service on licence or on a community order who were charged with an SFO decreased in the latest year. The number of Category 1 and Category 3 offenders charged with an SFO both increased, while the number of Category 2 offenders charged with an SFO decreased.

Of the 163 offenders charged, 76 were Category 1, 76 were Category 2 and 11 were Category 3. An offence only counts as an SFO if it is committed by someone under probation supervision. Most Category 1 offenders are not under probation supervision (they are under police supervision). This partly explains why as many Category 2 offenders fall within the scope of the Probation SFO Review Procedures despite there being three times as many Category 1 offenders within MAPPA.

Not surprisingly, the majority (85%) of those charged with an SFO were managed at Level 1 as Level 1 constitutes about 98% of the MAPPA population.

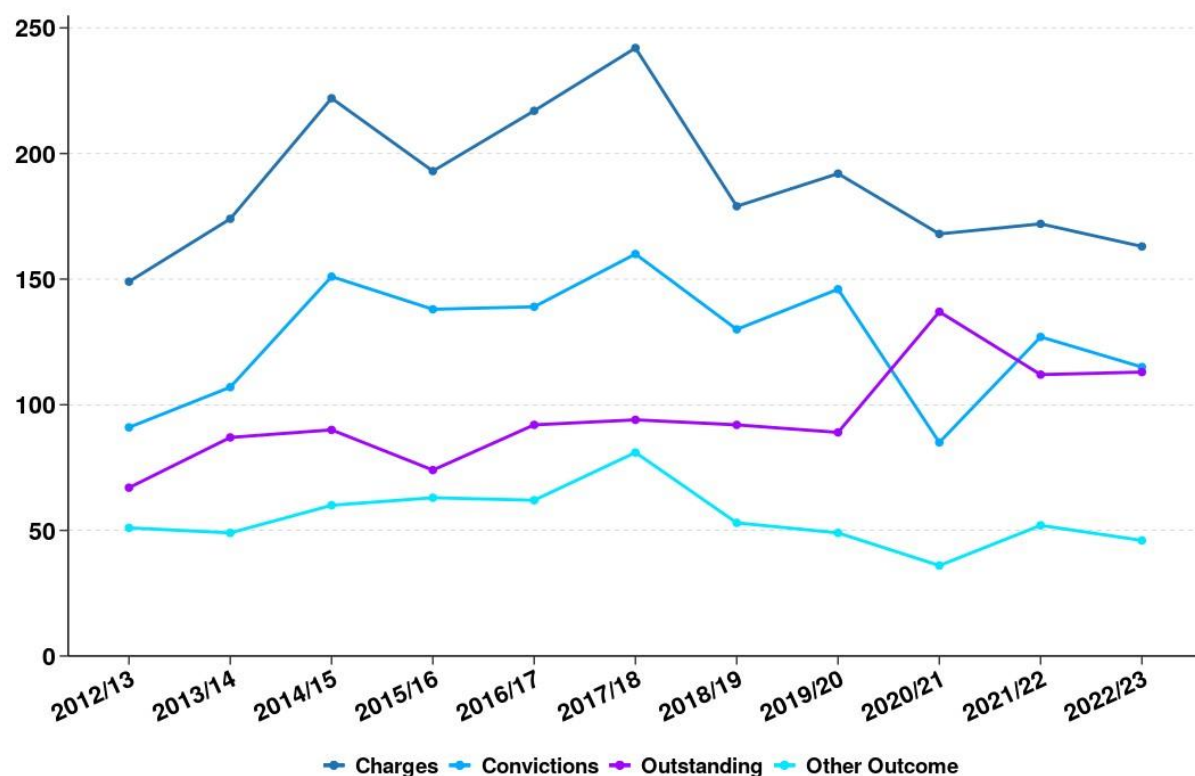
SFO Convictions

The number of SFO charges and number of SFO convictions in the same year do not necessarily relate to the same group of offenders, as charges for the convictions reported may have been laid in previous years and charges laid in the current year may conclude in subsequent years.

The number of MAPPA SFO convictions went down by 9% to 115 in the latest year following a 49% increase in the previous year. Outstanding charges increased by one from 112 to 113. About 29% of SFO charges that concluded in the latest year did not result in an SFO conviction, the same as in the previous year.

⁵ [Probation Service Serious Further Offence procedures Policy Framework - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/probation-service-serious-further-offence-procedures-policy-framework)

Figure 3: SFO charges, convictions, outstanding cases and other outcomes
(Source: Table 8 and 9b)



Serious Case Reviews

Serious Case Reviews are mandatory where an offender managed by any agency at either MAPPA Level 2 or 3 is charged with committing or attempting to commit an offence of murder, manslaughter or rape. They are also done on a discretionary basis in some other circumstances.

The number of serious case reviews increased from 6 to 10 in the latest year, having decreased from 15 in the previous year.

3. Committals to custody following licence recall and SOPO/SHPO breaches (Levels 2 and 3)

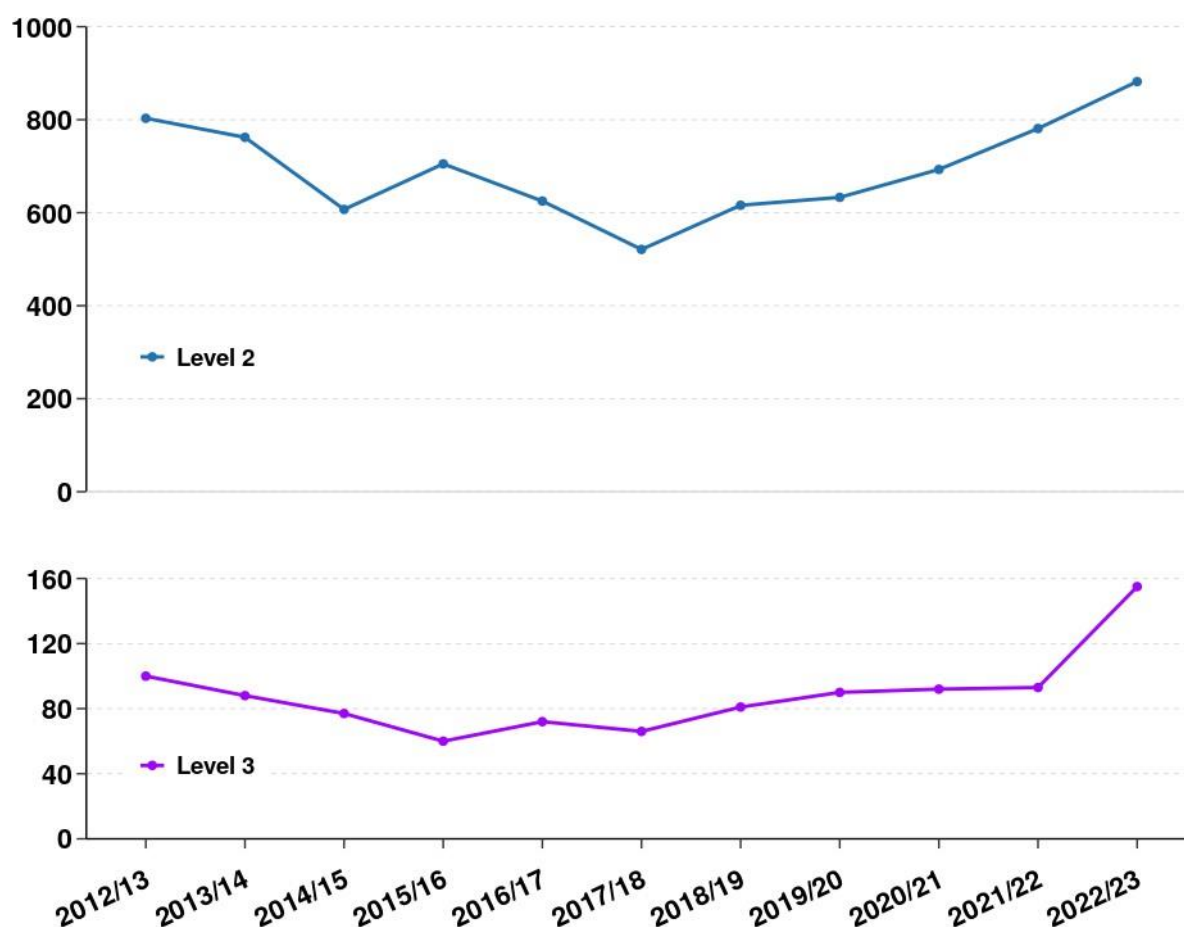
Returns to custody following licence recall increased for offenders managed at Level 2 and Level 3, but fewer were sent to prison for breach of Sexual Offences Prevention Orders (SOPOs) /Sexual Harm Prevention Orders (SHPOs) in the latest year.

Licence recall returns went up by 19% to 1,037, but the number of offenders sent to custody for breach of a SOPO/SHPO went down by 32% to 25 in the latest period, following an increase of 42% in the previous year.

Licence Recalls (Level 2 and Level 3)

Licence recalls for those managed at Level 2 and Level 3 have continued to increase in recent years, partly due to increases in general recalls⁶ and increases in the number of offenders managed annually at Levels 2 and Levels 3 (Table 4). The sharp increase in recalls of those managed at Level 3 from last year coincides with the largest increase in the numbers being managed throughout the year at Level 3.

Figure 4: Offenders managed at Level 2 and Level 3 returned to custody in connection with breach of licence and escalating risk (Source: Table 7a)



⁶ <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

Licence recalls increased for both Level 2 and Level 3 offenders in the latest year, Level 2 returns were up by 13% and Level 3 returns went up by 67%.

Overall, about 1 in 4 offenders managed at each of Level 2 and Level 3 were returned to custody for breach of license conditions in the latest year, similar to last year. Information is not collected on those managed at Level 1 who were returned to custody for breach of licence conditions.

Category 1 offenders managed at Level 2 and Level 3 sentenced to custody for breaching SOPO/SHPO

Breaching a SOPO/SHPO is a criminal offence punishable by up to 5 years' imprisonment. The number of Category 1 offenders managed at Level 2 or Level 3 sent to custody for breach of a SOPO/SHPO decreased to 25. This is about 2% of Category 1 offenders managed at Level 2 and Level 3. Information is not collected on those managed at Level 1 who were sent to custody for breach of SOPO/SHPO.

4. Restrictive Orders and Notification Requirements

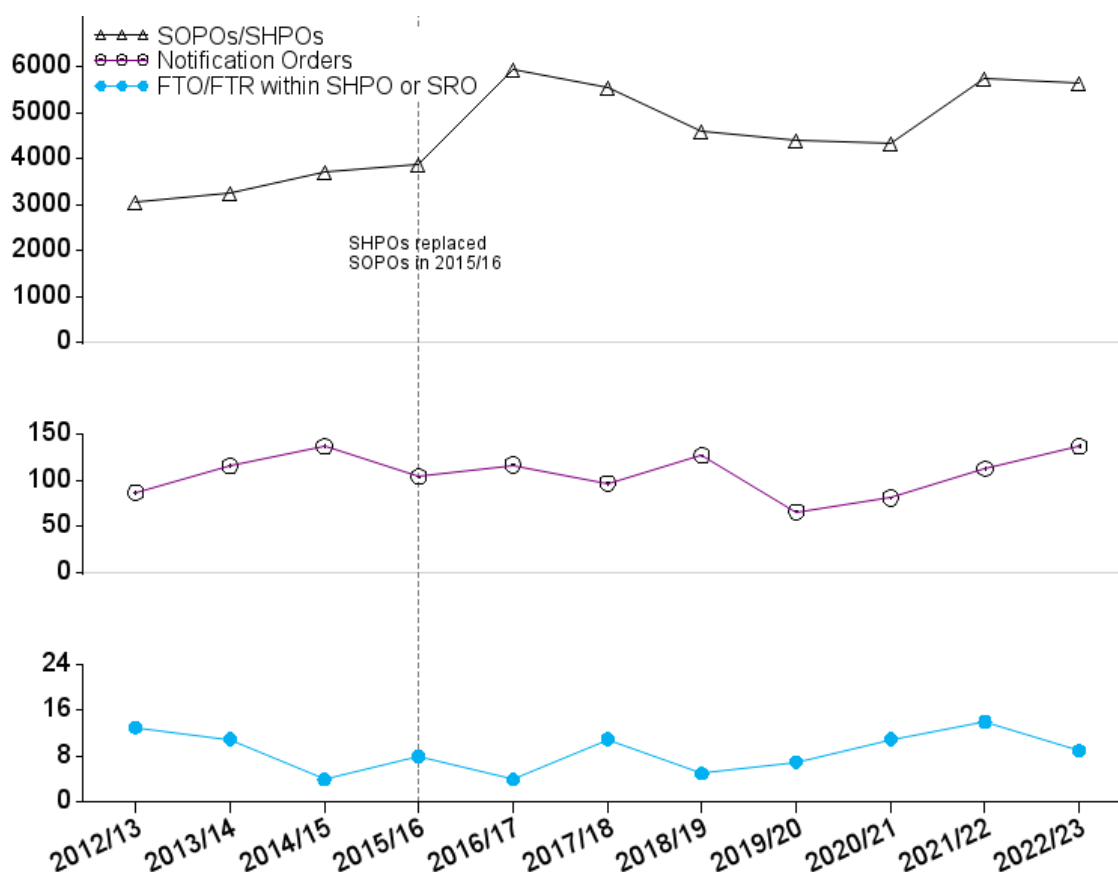
The number of Sexual Harm Prevention Orders (SHPOs) imposed decreased and the number of Notification Orders (NOs) imposed increased in the latest year.

SHPOs imposed decreased by 2% to 5,653 and NOs imposed rose by 21% to 137.

SHPOs Imposed

The number of SHPOs imposed annually decreased to 5,653 (2% decrease) in the latest year, following a 33% increase in the previous year.

Figure 5: SOPOs/SHPOs, NOs and Foreign Travel Orders (FTOs)/Foreign Travel Restrictions (FTR) withing SHPOs or SROs imposed by the courts (Source: Table 6)



- The increase in SOPOs/SHPOs in 2016/17 is not comparable with increases in previous years since SHPOs replaced SOPOs in 2015/16. The criteria required for Courts to grant SHPOs have a lower threshold than those for the previous SOPOs.
- In 2015/16, FTOs ceased to be a standalone order and became foreign travel restrictions within either a SHPO or Sexual Risk Order (SRO)

SHPOs account for the majority of restrictive orders. All offenders subject to a SHPO will be subject to notification requirements, though not all those subject to notification requirements will have a SHPO.

Foreign Travel Orders (FTOs) Imposed

The number of FTOs imposed as part of a SHPO decreased to 9 in the latest year, following three successive increases.

Notification Orders (NOs) Imposed

A Notification Order (NO) requires those who have been convicted of a sexual offence overseas to notify the UK police and become subject to notification requirements on their return to the UK.

The number of NOs imposed yearly saw a 21% increase in the latest year, continuing a run of rises since 2019/20. The latest figure is the highest since 2014/15 suggesting more offenders convicted overseas are returning to this country.

Notification Requirements

Category 1 offenders are required to notify the police of certain details (sometimes referred to as “being on the sex offenders’ register”). A breach of this notification requirement is a criminal offence and can lead to a caution or conviction.

- **Sexual Risk Orders (SROs) and Notification Requirements**

SROs may be made in relation to a person without a conviction, but who poses a risk of sexual harm. Breaching SRO is a criminal offence and can lead an offender to become subject to notification requirements.

The number of people who became subject to notification requirements following a breach of an SRO rose to 47 in 2022/23 from 40 in 2021/22 (see the accompanying [Area Tables](#)).

- **Cautions or Convictions for breaches of notification requirements**

The number of offenders subject to notification requirements who were cautioned or convicted for breaches of their notification requirement rose by 25% to 2,382 in the latest period, the highest level since 2019/20.

For Category 1 offenders managed at Level 2 and Level 3 the proportion cautioned or convicted for breaching notification requirements was relatively small (about 5%). This has been consistently under 5% since 2008/09.

- **Revocation of lifetime notification requirement**

Since September 2012, a mechanism has been in place that allows qualifying⁷ offenders subject to notification requirements for life to apply for a review. Between April 2022 and March 2023, 412 Category 1 Offenders had their lifetime notification requirements revoked on application, compared to 387 in 2022/23 (see the accompanying [Area Tables](#)).

⁷ Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to the indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles.

5. Further information on the MAPPA data

Accompanying files

As well as this bulletin, the following products are published as part of this release:

- A set of summary tables covering each section of this bulletin.
- One table of all the data provided by individual local MAPPA areas.

Data Sources, Quality and Revisions

The data presented in this brief are drawn from MAPPA areas' local administrative IT systems. The data are submitted by areas at summary, rather than individual level so detail on specific offenders and any subsequent focus on individuals is not possible from this dataset.

Although care is taken when processing and analysing the returns, the detail collected is subject to the inaccuracies inherent in any large-scale recording system.

The data are collected for a financial year and are submitted on an annual basis. During the data collection process, areas may identify the need to correct or amend the previous year's data. If required, these are made in the following year's report. A footnote on the relevant table will indicate the scale of the revision.

Release Schedule

This bulletin was published on 26 October 2023 and includes financial year statistics for the year 2022/23.

The next publication of Multi-Agency Public Protection Arrangements is scheduled to be published in October 2024.

National Statistics status

National Statistics status means that official statistics meet the highest standards of trustworthiness, quality and public value. All official statistics should comply with all aspects of the Code of Practice for Official Statistics. They are awarded National Statistics status following an assessment by the Authority's regulatory arm. The Authority considers whether the statistics meet the highest standards of Code compliance, including the value they add to public decisions and debate.

It is the Ministry of Justice's responsibility to maintain compliance with the standards expected for National Statistics. If we become concerned about whether these statistics are still meeting the appropriate standards, we will discuss any concerns with the Authority promptly. National Statistics status can be removed at any point when the highest standards are not maintained, and reinstated when standards are restored.

Contact points for further information

Press enquiries should be directed to the Ministry of Justice press office:

Tel: 020 3334 3536

Other enquiries about these statistics should be directed to:

Eric Nyame

Public Protection Group
HM Prison and Probation Service
8th Floor
102 Petty France
London
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General enquiries about these MAPPA statistics can be e-mailed to:

mappa@justice.gov.uk

General information about the official statistics system of the UK is available from

www.statistics.gov.uk



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